5 February 1973

SUBJECT: Data Systems Maintained by IC/DSG or Under Development

I. <u>Organizational Descriptive Data Bases</u>

    A. <u>DCI Overseas Facilities Inventory</u>

        Data are obtained through a CCPC subcommittee and processed by IC/DSG. DCI instruction (USIB-D-64.6/54, 20 December 1972) calls for agencies to submit changes as occurring. Inventory is computerized.

    B. <u>Individual Entities in National Intelligence Program (NIP)</u>

        Data are obtained twice yearly through CIRIS system. The entities identified are those units, activities, projects and resource packages into which DOD Program Elements are divided by program managers for their resource management. CIA major headquarters components, major subdivisions of State/INR, and individual State posts overseas are identified separately. This data base is computerized.

    C. <u>DOD Intelligence-Related Entities not in CDIP</u>

        This encompasses "tactical intelligence" units and activities. No such organizational descriptive data base is now in existence either in DOD or DCI.

        The first step in any overall plan to analyze those resources is to identify and describe the components. IC/DSG is ready with a proposal for data collection and data input formats. IC/DSG has developed and available the required computer programming.

        Now needed are a DCI/OSD agreement to move ahead, and arrangements for the actual collection of data and follow-on analysis. One possibility for IC Staff handling of this problem would be to create a focal point for analysis in IC/CCG with IC/DSG in support.

        The same approach can be taken with DOD intelligence-related R&D project resources in FYDP Program 6. The computer-support capabilities are now ready.

    D. <u>Amalgamation of Organizational Data Bases</u>

        The three data bases identified above should be merged into one uniformly maintained data base immediately available for use by the Office of the DCI. IC/DSG possesses the computer capabilities and the practical experience to accomplish this.

        IC/DSG can move forward when the future treatment of the "tactical intelligence resources" problem is agreed on at the DCI/OSD level.

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II. <u>Program/Budget Summary Data Bases</u> - (Cost Categories, Manpower Types, Appropriations, Program Elements, and Program Totals)

A. <u>DOD FYDP Program 3 (Intelligence) Summary Data</u>

IC/DSG maintains a computerized data base containing the Program 3 (Intelligence) portion of the annual January FYDPs for all years back to FY-66.

Combinations of cost, manpower, appropriation, program element categories, and totals, can be manipulated and displayed, along with computation of absolute and percentage differences. Program Elements can be consolidated rapidly into their major intelligence programs (e.g., CCP, GDIP) or by total Service across program lines.

At present, there is no official DCI/OSD agreement sanctioning the regular receipt of FYDP data by the IC Staff. For the past year, copies of the FYDPs have been obtained unofficially and without the approval of ASD(I). This situation is intolerable and deserves DCI attention.

When the FYDP is made available officially to IC Staff, IC/DSG plans to enter each of the three annual updates in this data base.

This data base could now accommodate, also, DOD program/budget detail expressed in FYDP-type language, should the IC Staff desire to follow program/budget changes more closely than the FYDP issuances permit. Policy-level arrangements to obtain that data would be needed.

B. <u>CIA and State Program/Budget Summary Data</u>

Data aggregations for CIA and State, comparable to the DOD FYDP, are now being prepared by IC/DSG. This will make possible the display of National Intelligence Program (NIP) resources in program/budget summary format analagous to the style of the FYDP.

C. <u>DOD Non-NIP Intelligence Resources ("Tactical")</u>

The FYDP program/budget data on DOD non-NIP intelligence re-sources, once identified, could immediately be entered in this data base. All computer programming, manipulation and display capabilities already exist. Authority to obtain this kind of data is now lacking, and will depend on the policy decisions taken relative to giving visi-bility to "tactical" intelligence resources.

III. Resources Related to Intelligence Missions, Functions, Sensors, Targets

Consolidated Intelligence Resources Information System (CIRIS)

CIRIS is the only community-wide mechanism that now exists to collect, manipulate and display resources in relation to who uses them (individual entities), what intelligence components do (missions and functions), how they do it (sensors and platforms), and why they do it (targets).

The CIRIS language is based on common terms that are compatible with management procedures in the several department, agencies, Services and programs that constitute the NIP. CIRIS data based on this language permit cross-program, cross-function, and intra-program displays of resource distributions. CIRIS targeted data are collected once a year (spring).

The purpose of CIRIS is to identify and display the expected distribution of the resource totals shown in official programs and budgets. The distributions reflect the best judgment of intelligence managers, as of stated points in time, on how their resources will be allocated. CIRIS is not an accounting system. CIRIS data imply neither the priority nor the effectiveness of intelligence work; rather, this is a system to produce factual information as a basis for further more detailed analysis.

The development of CIRIS has been sponsored by the Director OMB, the Secretary of State, the Deputy Secretary of Defense, and the DCI. IC/DSG provides computer programming and machine support (through CIA/OCS) as a service of common concern for the community. IC/DSG, also, is responsible for the system's objectivity, validity and development. IC/DSG consults extensively on an informal basis with the Services, DIA, NSA and CIA to promote the use of agreed-on common language and to achieve a good practical interface with other more detailed data systems used by operating level managers.

The use of CIRIS is, in the first instance, to support the DCI and the IC Staff's community responsibilities. IC/DSG (within its capabilities and within DCI-prescribed security rules for sharing data) responds to program managers and their staffs.

The problems of CIRIS:

(1) The non-cooperation of ASD(I) with IC Staff during the past year has precluded meaningful participation in CIRIS improvement.

(2) The DCI posture and pace during the past year have inhibited IC Staff implementation of a forceful overall strategy for participation on behalf of the DCI in the several intelligence programs. DOD intelligence management does not appear to have moved far from institutional fiscal controls to more sophisticated functional reviews. IC Staff, as potential users of CIRIS-type data, have been unable to project their information requirements with much precision. This has impeded improvements to make CIRIS more useful to its primary consumers.

(3) The inability of DIA to implement its original charter in the face of Service resistance has much to do with the lack of a coherent

III. CIRIS (continued)

GDIP management information system. This is a serious deterrent to developing a community-compatible CIRIS mechanism. Also, the existing DIA and Service mechanisms for assembling GDIP information for program review are not computerized. (By contrast, NSA's internal management system is totally computerized and it and CIRIS are completely synchronized.)

(4) The reliability and timeliness of CIRIS depend on the accuracy and promptness of data inputs from program managers. The parochialism of agencies continues, and program managers resist in varying degrees centralized efforts to get at a functional distribution of resources across institutional lines.

The potential of CIRIS.[#] CIRIS has unique capabilities. Its present limitations stem largely from policy attitudes and a consequent uncertainty about IC Staff information needs. Technically, CIRIS is soundly conceived, and its component parts are the real world vocabularies actually in current use in the intelligence community. Given the scope and diversity of the intelligence business, no single data system can be an all purpose tool. CIRIS, properly used, provides a take off point for analysis, but not a substitute for analytical thought.

(1) The problems of CIRIS can be overcome to a significant degree by a demonstration of strong DCI determination to lead the community and give meaningful overview to its resources. Improvements to CIRIS, in practice, will follow from the determination to use and improve it.

(2) DIA and the Services will continue to need assistance for a considerable time in improving GDIP information capabilities. IC/DSG should continue to assist those efforts at the working level. CIRIS serves as a frame of reference and source of practical experience for all developmental efforts in the community.

(3) An overview system for the community, such as CIRIS, should not be enlarged to support directly major issue analyses. That would be excessively costly and complex. Rather, the computer capabilities and the programs originally developed for CIRIS are immediately applicable and now available for use with specialized data bases for the analysis of particular issues. IC/DSG is now prepared to service such analyses as that required by the Sorrels study, provided the data are made available.

(4) The capability to measure the cost/effectiveness of intelligence systems is a major goal for community management. CIRIS is not designed to highlight effectiveness. CIRIS is designed to identify costs. Improvements in the accuracy and timeliness of CIRIS data require only the policy-level determination that these facts shall be provided. CIRIS can be improved, but the improvements will be found to be "fine tuning" and not the correction of fundamental defects.

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- "In assessing the success of analysis, both the incomplete implementation and the resistance should be kept in mind." (James R. Schlesinger, Uses and Abuses of Analysis). The same thing may be said for the data systems that support analysis.

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Organization and Functions
of
IC/DATA SUPPORT GROUP

System Development - Chief, IC/DSG and 2 senior analysts

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1. Conduct continuing community-wide investigations, and based thereon design and develop DCI/IC community management data systems, displaying organizations, resources, and substantive work of intelligence.

2. Prepare detailed instructions for community data calls and arrange for implementation.

3. Plan system for collection of data on "tactical" intelligence. Maintain contacts in DIA and JCS and Services relative to non-CDIP resources.

4. Monitor and assist program managers and operating levels to provide accurate and timely responses to community data calls.

5. Work on continuing basis with IC/PRG to develop mechanisms to support Consumer Need Analysis, Intelligence Objectives and Priorities formulation, and data subsets desired for Production Improvement Program.

6. Maintain continuing contacts with IC/PEG and IC/CCG to identify their information need parameters, as an input to improving community data systems for management.

7. Consult with CCPC in design and use by CCPC and IC Staff of Overseas Facilities Inventory.

8. Monitor flow of substantive intelligence reports and materials from USIB, NSCIC, IRAC and other committees to identify additional sources of data for DCI management information systems.

9. Advise and assist agencies and Services in development of their own management data mechanisms, to be community-compatible. Plan for eventual transfer to them of responsibility for processing of data required by DCI and IC Staff at such time as they are capable of timely, reliable performance.

10. Develop computer-supported information retrieval system for IC Registry.

Computer Support - 1 senior programmer and 2 programmers

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1. Provide technical advice to IC/DSG on capabilities and uses of computers and ancillary equipment related to IC Staff responsibilities. Identify possible new technical applications.

2. Provide computer programmer support for all IC/DSG systems.

3. Represent IC/DSG in technical liaisons with external agencies and systems. Represent IC/DSG in liaisons with CIA/OCS; monitor work flow through OCS; improve IC/DSG - OCS workload planning.

4. Train IC Staff analysts in use of remote terminals. Assist analysts to design computer routines for use at terminals.

Organization and Functions
of
IC/DATA SUPPORT GROUP

System Operations - 1 senior analyst, 2 junior analysts, 1 intelligence asst.

1. Receive, validate, process data inputs for all IC/DSG systems.

2. Maintain contacts with data submitters in external agencies and Services to obtain complete submits in accordance with data calls and to correct errors.

3. Monitor CIA/OCS handling of all data system inputs processed through OCS.

4. Assemble and maintain DCI master hard copy reference materials on community resources, organizations, substantive intelligence work, including the CIRIS System, Inventories, and Program/Budget data bases.

5. Develop programs and routines to manipulate and display data at remote terminals in IC Staff offices. Improve quick reaction and special format capabilities. Operate terminals.

6. Format and provide standard or special format data outputs to IC Staff customers according to stated needs.

7. Provide outputs in standard or special formats to authorized external users within limits of DSG capabilities and approved security limitations.

8. Provide guidance to IC Staff and external agency (e.g., DIA) users in interpretation of data and in structuring user queries levied on data bases.

9. Perform diagnostic analyses of data in systems to identify desirable system improvements and improve service to users.

10. Prepare and disseminate general community statistics and trend data.

Administration - Chief, IC/DSG and 1 secretary

1. Participate extensively in system development work.

2. Participate in preparation of community statistics.

3. Maintain continuing contacts throughout IC Staff to identify data needs.

4. Maintain continuing contacts with CIA/OPPB, DIA management elements, and DIRNSA's management information group to plan coordinated system improvements.

5. Make presentations in CIA and community training programs.

6. Handle IC/DSG administration, including budget, personnel, logistics.

7. Provide secretarial support to IC/DSG components.